

# Federal Workplace:

Location, Impact,  
and the Community

*element*

**D R A F T**

# contents

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1	INTRODUCTION
3	Federal Workplaces and a Vibrant Region
8	Current Locations of Federal Workplaces
12	Federal Workplace Needs in the National Capital Region
14	General Locational Considerations
17	POLICIES
17	Locating Federal Workplaces
29	Development of Workplaces with Communities

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# Introduction

## Federal Workplace: Location, Impact, and the Community

*It is the goal of the federal government in the National Capital Region to:*

Locate the federal workforce to enhance the efficiency, productivity, and public image of the federal government; to strengthen the economic well-being and expand employment opportunities of the region and the localities therein; and to give emphasis to the District of Columbia as the seat of the national government.

From its beginning, the nation's capital has been planned for the special purpose of serving as the seat of the federal government. Conceived as a capital of a great nation, it was not intended to be completed in the life of one administration, or one generation, but to be built over time. As it developed, facilities to house the permanent offices of the government have been built to promote the efficient conduct of governmental functions. These buildings were also meant to serve as a source of national pride, providing testimony to the dignity, enterprise, vigor, and stability of our system of government. These facilities have, through their location, guided much of the way the National Capital Region has developed.

The Federal Workplace: Location, Impact, and the Community Element continues this tradition by providing policies for the deployment and operation of federal workplaces throughout the region. The element replaces two previously adopted Federal Elements of the Comprehensive Plan: the Federal Facilities Element and the Federal Employment Element. Like these elements, it contains policies for locating federal facilities that are work sites for federal employees. Unlike the previous elements, it does not contain policies related to parks and open spaces, visitor facilities including memorials and museums, and federal transportation facilities which have moved to the Parks and Open Space, Visitors, and Transportation Elements. New to this element is its emphasis on the important economic and community benefits and impacts related to the location and operation of federal workplaces.

The federal government today remains the major employer and occupier of buildings in the region. In the recent past, however, the federal government's influence in the development of the region has evolved. Through its growing purchases of goods and services to support its operations, the federal government has become the region's major customer for private sector activities. This activity has become a significant factor in the economic development and health of the region and its communities. But this activity has made the federal government highly dependent on a strong and economically vibrant region to maintain and enhance its operational efficiency and productivity. This relationship results in common social and economic interests between the federal government and the various jurisdictions within the region, with important implications on how federal workplaces and their communities develop in the future.

When planning federal workplaces within the region, federal agencies should locate these facilities where efficiencies in operations are gained and productivity is enhanced. These locations are where necessary interactions between federal agencies, the private sector, and the public are optimized; the use of existing resources are maximized; and where these facilities can benefit from existing or planned private sector residential and business activities. Policies under the section *Locating Federal Workplaces* in this element guide this locational decision for federally owned and leased facilities.



Federal agencies also need to consider how their workplaces relate to their community. Do their activities fit within the development plans of the community? Its economy? Do they have the potential for community desired spin-offs—including new residents or business activities. How do their security requirements impact the vitality and visual character of their communities? Are there opportunities to enhance and beautify the community's public realm through security installations?

Likewise, how can host communities enhance the productivity and operations of potential federal workplaces. Do they provide for the needs of these facilities through their physical development—with the necessary infrastructure, services, and private markets in place; or do they have programs in place to provide these when the facility is built?

In addition, federal workplaces are to be healthy and safe and should enhance the productivity of federal employees. Workplaces that provide employee services to attract and retain federal employees and make positive physical, social, economic and environmental contributions to their surrounding community are optimal.

Policies in the *Development of Workplaces with Communities* section of this element encourage federal agencies and communities to work together to improve operational efficiency and productivity of federally owned and leased workplaces and the economic health and livability of communities within the region.

Development of the Department of Commerce's headquarters for the Patent and Trademark Office. The development will improve the agency's efficiency by consolidating operations in this leased facility in Alexandria, Virginia.



## Federal Workplaces and a Vibrant Region

Many of the primary activities of the federal government occur within the National Capital Region, which distinguishes it from other metropolitan areas across the nation. These activities can be found in facilities familiar to Americans and the world, including the Capitol, the White House, the Supreme Court, the Pentagon, and the numerous museums and government office buildings surrounding the National Mall. However, activities of the government occur in many different facilities across the region, including such diverse workplaces as laboratories and research facilities, military bases and airfields, agricultural land and stables, industrial and manufacturing sites, warehouses and other types of facilities.

Through their procurement of goods and services, the number of employees, and the number of buildings they occupy, the impact of these federal workplaces on the economy of the region is immense.

### *Federal Procurement*

In the past, the role of the federal government in the region's economy has been measured by the size of the federal workforce. But today, the size of its workforce does not measure the federal government's total influence. Technology has allowed the federal workforce to advance from the ranks of office clerks at punch card machines and typewriters to one of managers and administrators that oversee programs. As this evolution has taken place, the federal government has begun to procure more than just office products from the private sector—it now procures the technology, professional services, and research and development needed to run these programs.

These goods federal agencies procure include building rents and utilities, office furnishings, books, computers, and all the other essential items workplaces need to efficiently accomplish their missions. The services they procure to perform their missions range from janitorial services to technical support and scientific research.

And this spending by the federal government has developed into one of the most important forces in shaping the region's economy as federal outlays for purchasing goods and services have increased. In 1983, the federal government spent nearly \$7 billion on goods and services in the region. By 2000, this total had risen to \$28 billion, accounting for nearly 21 percent of the gross regional product<sup>1</sup>.

### *Federal Employment*

Federal civilian and military employment in the region has remained above 400,000 during the 1980s, reaching a high of over 430,000 in 1992. By 2002, the government employed just over 362,000. Although federal employment has fallen in the region between 1992 and 2002, with new concerns of National Security, future trends in federal employment are uncertain. Table 1, Distribution of Civilian and Military Federal Employment in the National Capital Region, 1980-2002 illustrates the change in federal employment in the District of Columbia, suburban Maryland, and northern Virginia.

In addition to the total number of civilian and military employees above, the federal government maintains a significant amount of employees under private contracts, and often houses these workers within federal facilities.

With this size of a workforce in the Nation's Capital, employees at federal agencies are integral to the region and the communities in which they live and work.

**Notes:** 1. The gross regional product is the real value of goods and services generated in the region. Sources: *The Impact of Federal Procurement on the National Capital Region*; prepared by Stephen S. Fuller, George Mason University, for NCPC; October 2002; U.S. Department of Commerce, Bureau of Economic Analysis.

They shop in stores, eat out in restaurants, travel to work, send their children to schools, enjoy the region's numerous entertainment and recreational venues, and buy or rent homes. Their activities contribute to tax bases, land and business development, and transportation, infrastructure and public service issues wherever these activities occur.

#### *Federal Facilities*

The federal government occupies over 8,900 buildings (of over 216 million square feet)<sup>1</sup>, playing an important role in guiding regional growth patterns.

Many of these federal workplaces have become major employment and commercial centers in the communities in which they are located. They contribute to local economies by attracting additional private commercial, residential, and industrial development. These in turn involve additional tax base, land development, and transportation, infrastructure and public service issues for the region and their communities.

The location of federal workplaces can also indicate that areas are worthwhile investment opportunities, since federal buildings located in distressed communities often

act as catalysts for revitalization. These workplaces also represent opportunities to add services that were previously unavailable or inaccessible to local residents.

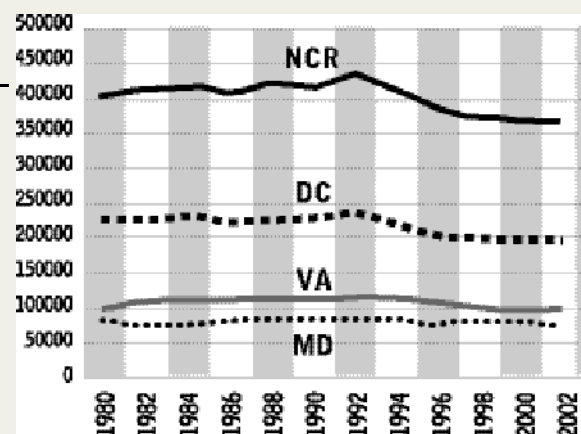
#### *Economic Impacts of the Federal Workforce and the Procurement of Goods and Services*

The increase in federal procurement spending was so significant, that by the mid-90's total spending by the federal government on procurement surpassed total payments in federal wages and salaries in the region. Chart 1: Federal Regional Procurement and Payroll Spending, 1983-2000, illustrates this trend.

*The Impact of Federal Procurement on the National Capital Region*, released by the Commission in December 2002<sup>2</sup>, studied whether the decline in direct federal employment and growth in federal procurement spending may have unintended long-term effects on the region's economy and the various jurisdictions. The study found that this shift away from direct payroll and towards procurement spending in the region does have important implications for locally based businesses and for state and local governments seeking to strengthen the area's competitiveness through economic development.

**Table 1: Distribution of Civilian and Military Federal Employment in the National Capital Region (NCR), 1980-2002**

Year	NCR Total	District of Columbia	Maryland	Virginia
1980	401,263	224,985	78,181	98,097
1982	406,351	224,708	74,611	107,032
1984	413,559	228,878	75,470	109,211
1986	406,377	219,186	77,477	109,714
1988	414,528	223,136	80,271	111,121
1990	414,918	225,914	80,948	108,056
1992	432,963	236,886	82,700	113,377
1994	411,547	218,052	81,031	112,464
1996	382,071	199,818	75,058	107,195
1998	372,230	194,709	78,001	99,520
2000	369,312	193,780	78,866	96,666
2002	362,811	193,835	74,618	94,358



Civilian Source: Office of Personnel Management, Biennial Report of Employment by Geographic Area. Civilian data excludes the Central Intelligence Agency, National Security Agency, Defense Intelligence Agency, National Imagery and Mapping Agency, Army/Air Force Exchange Service, Consolidated Metropolitan Technical Personnel Center, and Defense Career Management and Support Agency, and other agencies that are exempt by law from reporting personnel for reasons of security (2003). Military Source: Department of Defense, Statistical Information Analysis Division (2003).

**Note:** 1. As of November, 2003. Source: General Services Administration, Office of Real Property.

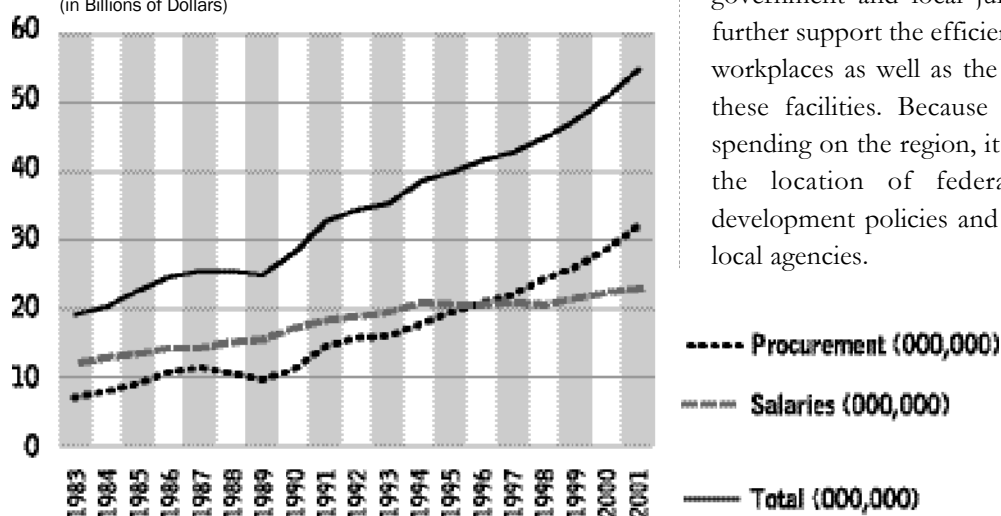
2. *The Impact of Federal Procurement on the National Capital Region*; prepared by Stephen S. Fuller, George Mason University, for NCPG; October 2002.

The study found that as procurement spending in the region has increased, the number and size of private businesses that provide goods and services to the federal government has grown too. And this growth has had an effect on the individual economies of the District of Columbia, suburban Maryland, and northern Virginia.

The study confirms that where federal spending on procurement was greater when comparing the District of Columbia to suburban Maryland and northern Virginia, economic growth has been greater. The analysis also found that while federal spending on both wages and salaries and goods and services have a growth effect on the economy of the region and its jurisdictions, a dollar spent for federal procurement in the regional economy has had two times the economic impact of a dollar spent for federal wages and salaries. As a result, the jurisdictions that have received the most in federal procurement over the 1980's through 1990's have seen the greatest economic growth. Table 2, Federal Payroll and Procurement Spending in the National Capital Region by State Sub-Area, 1983-2001, illustrates this point.

**Chart 1: Federal Regional Procurement and Payroll Spending, 1983-2001**

(in Billions of Dollars)



Source: Department of Commerce, U.S. Census Bureau, Consolidated Federal Funds Report, 1983-2001.

### *Total Regional Economic Impacts*

The combined federal spending on wages and salaries and the purchase of goods and services dominates the regional economy. In 2000, the federal government directly spent \$60 billion in the region

(\$32 billion on wages and salaries and \$28 billion to procure goods and services). This spending accounted for 24 percent of the gross regional product. But when the federal government's indirect spending is added to this figure (\$13 billion from wages and salaries and \$23 billion from federal procurement spending) the total, \$96 billion, accounted for nearly 40 percent of the gross regional product in 2000. Table 3, Impacts of the Federal

Workforce and Procurement on the National Capital Region, 2000, illustrates how this spending positively impacts the region through the generation of additional economic activity and the creation of additional jobs.

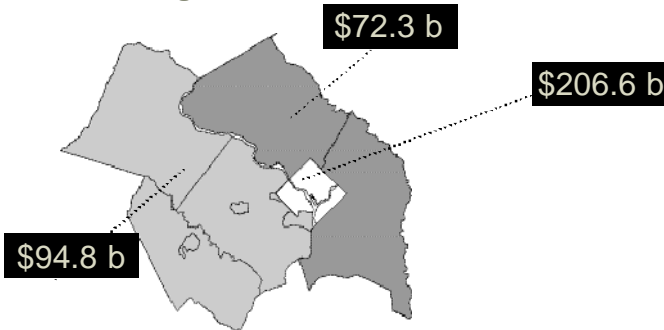
By maintaining and enhancing this spending in a joint economic development effort between the federal government and local jurisdictions, the region can further support the efficient operations of the federal workplaces as well as the private markets that serve these facilities. Because of the impact of federal spending on the region, it is important to coordinate the location of federal workplaces with the development policies and objectives of regional and local agencies.



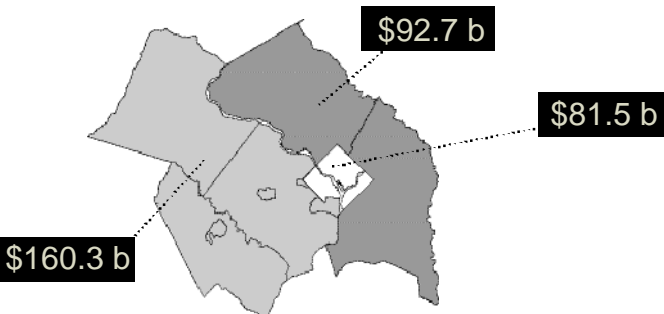
**Table 2: Federal Payroll and Procurement Spending in the National Capital Region (NCR) by State Sub-Area, 1983-2001**  
(in Billions of Dollars)

	Salaries and Wages (total, 1983-2001)	Procurement (total, 1983-2001)	Change in GRP*
DC	\$206.6	\$81.5	46.5%
Maryland	\$72.3	\$92.7	103.8%
Virginia	\$94.8	\$160.3	153.4%
NCR**	\$373.7	\$334.5	99.1%

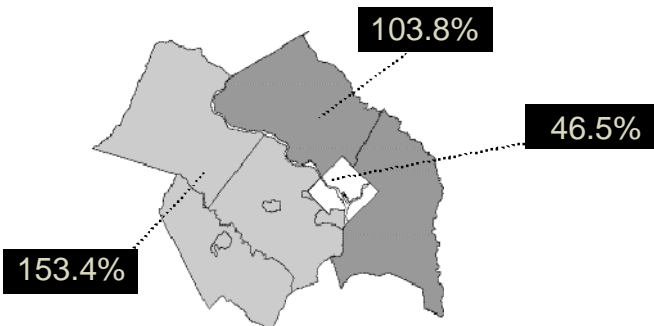
#### Salaries and Wages



#### Procurement



#### Change in GRP



\*% change from 1983-2001; \*\*GRP growth for PMSA

Source: Department of Commerce, U.S. Census Bureau and George Mason University Center for Regional Analysis; *The Impact of Federal Procurement in the National Capital Region*; Prepared by Stephen S. Fuller, George Mason University, for NCPC, October 2002.

- Northern Virginia, which experienced the most rapid growth rate in gross regional product at 153 percent between 1983 and 2001, benefited from federal procurement outlays totaling \$160.3 billion over the 19-year period. Federal spending on procurement was found to be almost three times as important to economic growth in northern Virginia than spending for salaries and wages.
- Suburban Maryland experienced the second fastest growth rate in gross regional product and had federal procurement spending totaling \$92.7 billion. In comparison to northern Virginia, federal spending had a slightly weaker relationship to economic growth in suburban Maryland over this period (real gross regional product doubled between 1983 and 2001) but procurement spending had only a marginal impact on this growth; spending for salaries and wages was found to be much more significant but yielded weaker returns to the economy.
- The District of Columbia had the least accumulated value for procurement outlays during 1983 through 2001 and its economy experienced the slowest growth when compared to northern Virginia and suburban Maryland (even though it experienced the greatest increase in federal spending for salaries and wages).




Table 3, Impacts of the Federal Workforce and Procurement on the National Capital Region (NCR), 2000

**Federal Wages and Salaries**


Direct spending by the federal government = \$32 b

each \$1.00 spent generates \$1.50 in indirect spending within the NCR economy

\$32 b generates an additional \$13 b in indirect spending

 \$45 b (direct and indirect spending)

each \$1 m generates about 22 additional jobs within the NCR

 700,000 jobs

**Federal wages and salaries contributes a total of \$45 b (direct and indirect spending) to the NCR economy**


**Federal wages and salaries generates an additional 700,000 jobs in the NCR**

**Federal Procurement**


Direct spending by the federal government = \$28 b

each \$1.00 generates \$1.80 in indirect spending within the NCR economy

\$28b generates an additional \$32 b in indirect spending

 \$51 b (direct and indirect spending)

each \$1 m generates nearly 22 additional jobs within the NCR


 620,000 jobs

**Federal procurement contributes a total of \$51 b (direct and indirect spending) to the NCR economy**

**Federal procurement generates an additional 620,000 jobs in the NCR**

**Total (Federal Wages and Salaries + Federal Procurement)**

Direct spending generated by the federal government




\$32 b in wages and salaries
\$28 b in procurement

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 \$60 b

Indirect spending generated by the federal government



\$13 b in wages and salaries
\$23 b in procurement

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 \$36 b

**The federal government contributes a total of \$96 b (direct and indirect spending) to the NCR economy**

**The spending by the federal government generates an additional 1,320,000 jobs; added to direct federal employment (360,000), spending by the federal government helps support 1,680,000 jobs in the NCR**

Source: Department of Commerce, U.S. Census Bureau, Consolidated Federal Funds Report, 1983-2001; NCPC; *The Impact of Federal Procurement in the National Capital Region*; Prepared by Stephen S. Fuller, George Mason University, for NCPC, October 2002

## Current Locations of Federal Workplaces

The current distribution of federal workplaces has contributed to the development of the National Capital Region in a way that supports efficiencies in the government's activities and the private market that serves it.

The government's legislative, judicial, and the principal offices of executive branch administrative activities are almost exclusively located in downtown Washington (see Map 3, Central Employment Area and Environs, 2003). This central location fosters efficiencies in the way these activities interact. For example, departments of the Executive Office of the President, such as the Office of Management and Budget (OMB), are clustered around the White House. This fosters interactions between OMB and the White House, and also between OMB and the agency headquarters located within the District of Columbia, which must interact with OMB on a consistent basis.

This centralized location also provides the public and the lawyers, lobbyists, consultants and other private market activities easy access to executive branch administrative activities. For example, headquarters of international, national, non-profit, professional organizations, and other groups requiring daily contact with these agency headquarters also locate their offices near this federal nucleus in downtown Washington.

Conversely, federal workplaces that require extensive land and/or have little contact with the public or other agencies are primarily located in suburban and rural areas. These include intelligence, research, development, and testing activities. Military training, ballistic or explosive testing, agricultural research, and communication facilities such as antennae fields can benefit from isolated or secure areas found in less urbanized areas of the region where development can be prohibited from encroaching upon them. Military installations, such as the Department of the Army's Fort Belvoir, have become administrative centers for a variety of

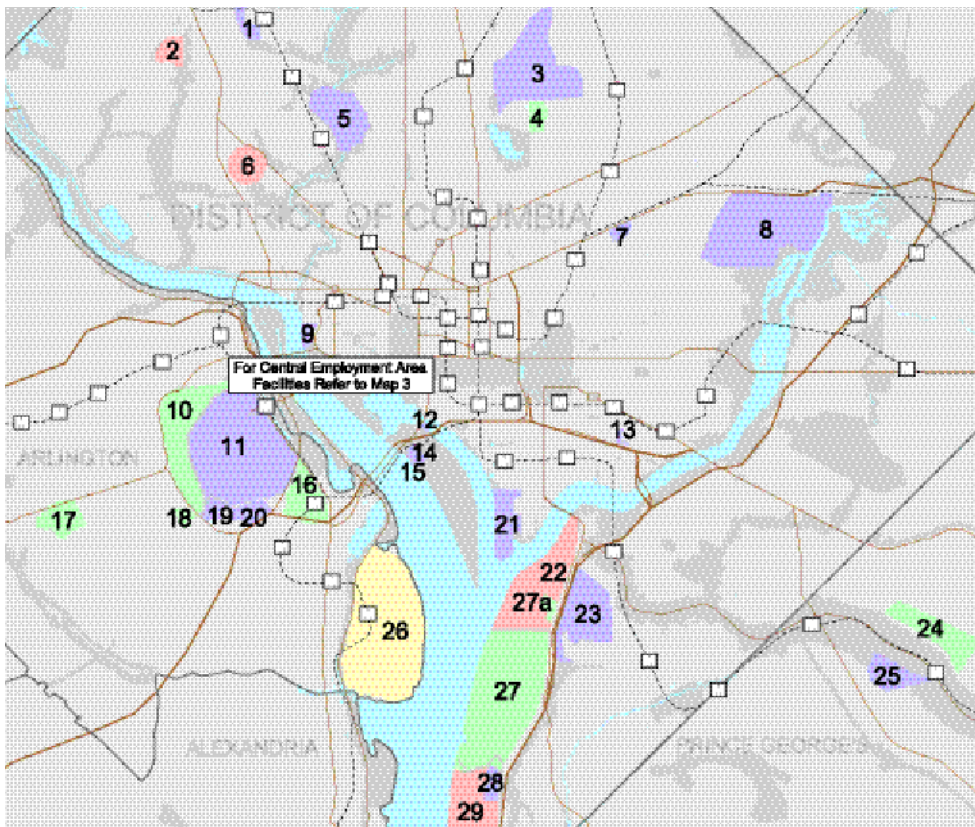
government tenants with these types of land uses. The open land, security, and clustering of like uses that military installations offer make them attractive locations for these tenants.

In between, there are many federal workplaces that are located in urban centers and suburban areas of the District of Columbia as well as throughout the various communities of the region. These facilities do not require a location in downtown Washington or extensive land areas. Located either on federal campuses or in individual buildings, these workplaces are often located where federal activities of similar nature and a private market to serve these uses exist.

Often, these locations have some historic relationship to their site or community and contribute to the continued development of those communities. For example, the Department of Health and Human Services' Bethesda Campus for the National Institutes of Health and the Department's Food and Drug Administration's presence in Montgomery County have fostered a biotechnology and health research community that attracts new federal facilities with related activities. Likewise, the presence of the Pentagon and other military installations in northern Virginia has fostered a large military services and research sector that attracts new military related facilities. A recent example of how federal workplaces can influence the location of private market activities is the relocation of the Naval Sea Systems Command (NAVSEA) headquarters from Arlington County to the historic Washington Navy Yard. This move has attracted naval contractors to new private office developments in southeast Washington.

Map 1, Federally Owned Workplaces in the Monumental Core and Environs, 2003, and Map 2, Federally Owned Workplaces in the National Capital Region, 2003, highlight major existing federal facilities surrounding downtown Washington and within the region. As evidenced in the maps, federally owned facilities are currently located throughout the region. Table 4, Number of Buildings and Structures in Local Jurisdictions in the National Capital Region, 2003, shows the distribution of federally occupied buildings by number and size.

# Federally Owned Workplaces in the Monumental Core and Environs, 2003



## Federally Owned Workplace Location Code

- 1 International Center—State Department Annex
- 2 Nebraska Avenue Complex
- 3 Arm Forces Retirement Home
- 4 Veterans Administration Hospital
- 5 National Zoological Park
- 6 U.S. Naval Observatory
- 7 National Park Service - Brentwood Facility
- 8 National Arboretum
- 9 John F. Kennedy Center for the Performing Arts
- 10 Ft. Myer
- 11 Arlington National Cemetery
- 12 National Capital Parks Central
- 13 Marine Barracks
- 14 National Park Service Regional Headquarters
- 15 U.S. Park Police Headquarters
- 16 Pentagon
- 17 George P. Shultz Foreign Affairs Training Center
- 18 Defense Information Systems Agency
- 19 Henderson Hall
- 20 Navy Annex
- 21 Ft. McNair
- 22 Anacostia Naval Station
- 23 St. Elizabeth's Hospital
- 24 Suitland Federal Center
- 25 Museum Support Center
- 26 Ronald Reagan Washington National Airport
- 27 Bolling Air Force Base
- 27a Bolling Air Force Base Annex
- 28 Bellvue Naval Housing
- 29 Naval Research Laboratory

## Federal Civilian Employment

- No Employment Data
- > 1000 Federal Civilian Employees
- < 1000 Federal Civilian Employees
- Federal Facility Dominated by Private Employment
- Future Federal Civilian Employment Center (approved and under construction)

- Metro Rail Station
- Commuter Rail
- Gateway Street
- Interstate

**Table 4, Number of Buildings and Structures in Local Jurisdictions in the National Capital Region, 2003\* (Building square feet in 000's)**

The federal workforce can be found in facilities throughout the region. While the District of Columbia is the seat of the national government, suburban Maryland and northern Virginia actually have more federally occupied buildings. The greatest amount of building square feet occupied by the federal government, however, can still be found in the District of Columbia.

	Owned Buildings		Leased Buildings		Buildings in Trust		Total Buildings	
	#	Bldg Sq Ft	#	Usable Bldg Sq Ft	#	Bldg Sq Ft	#	Bldg Sq Ft
District of Columbia	1,629	69,710	281	20,576	57	4,999	1,967	95,285
Montgomery County	580	25,249	162	8,612			742	33,861
Prince George's County	2,202	23,370	313	6,324	38	1,042	2,553	30,736
Maryland	2,782	48,619	475	14,936	38	1,042	3,295	64,597
Alexandria City	49	915	47	2,852			96	3,767
Arlington County	233	10,993	98	10,538			331	21,531
Fairfax County	1,479	14,207	79	2,807	1	102	1,559	17,116
Fairfax City	2	34	14	326			16	360
Falls Church City	2	1	18	1,692			20	1,693
Loudoun County	65	944	61	634			126	1,578
Manassas City	40	64	5	27			45	91
Prince William County	1,456	9,539	63	1,090			1,519	10,629
Virginia	3,326	36,697	385	19,966	1	102	3,712	56,765
National Capital Region	7,737	155,026	1,141	55,478	96	6,143	8,974	216,647

\*Includes total buildings and structures submitted to the General Services Administration by holding agencies, including the Department of Defense, as of November, 2003.

Source: General Services Administration, Office of Real Property.

## Map 2

### *Federally Owned Workplaces in the National Capital Region, 2003*

#### Federal Civilian Employment

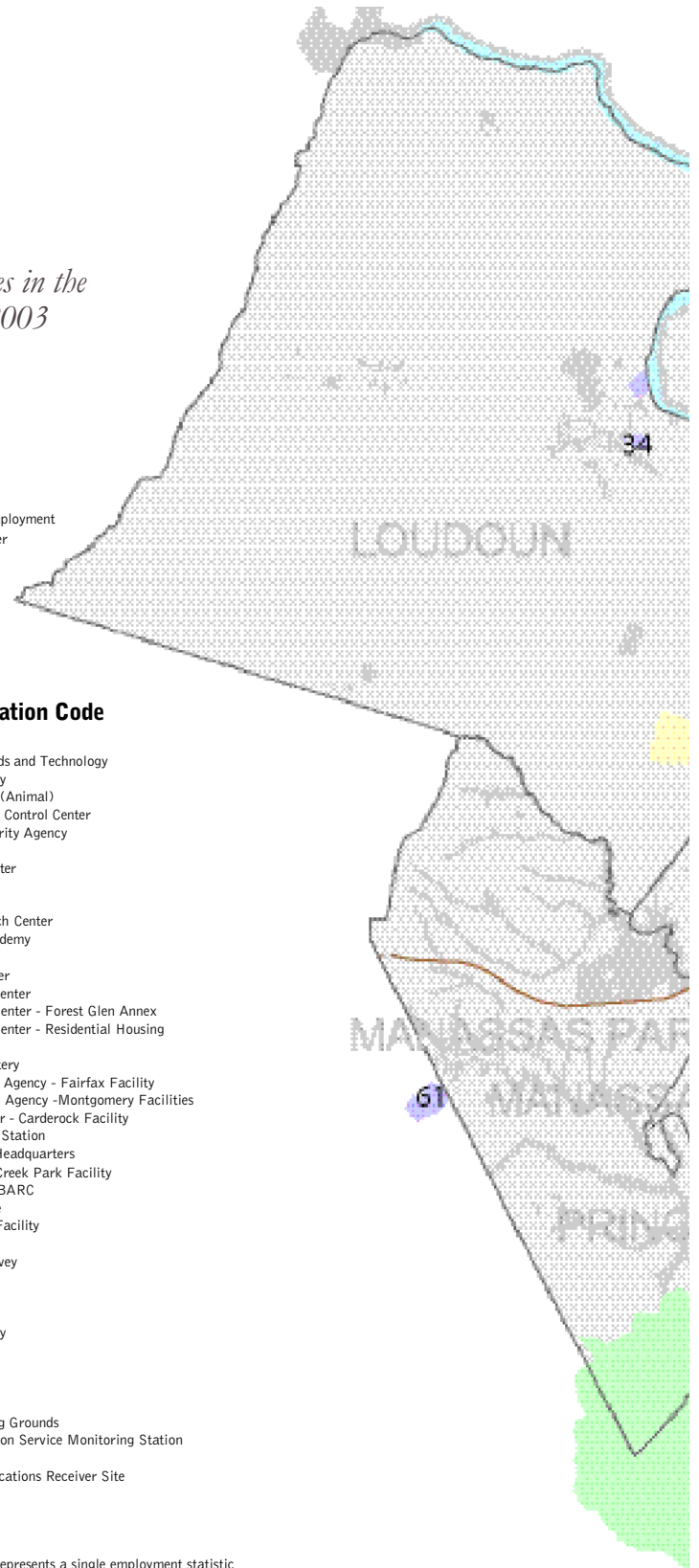
- No Employment Data
- > 1000 Federal Civilian Employees
- < 1000 Federal Civilian Employees
- Federal Facility Dominated by Private Employment
- Future Federal Civilian Employment Center (approved and under construction)

- Commuter Rail
- Gateway Streets
- Interstate

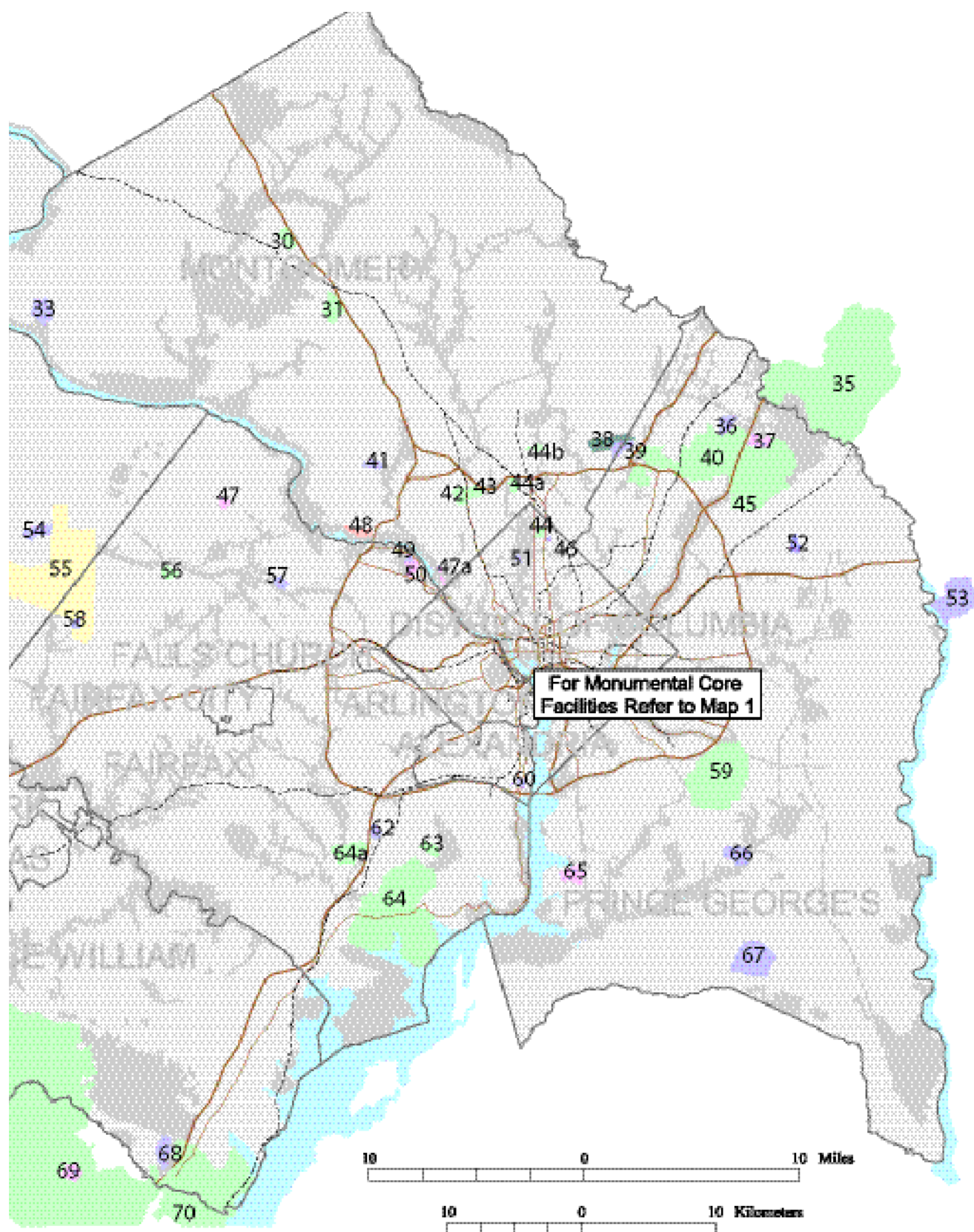
#### Federally Owned Workplace Location Code

- 30 Energy Department
- 31 National Institute of Standards and Technology
- 32 Balls Bluff National Cemetery
- 33 National Institutes of Health (Animal)
- 34 Washington Air Route Traffic Control Center
- 35 Fort Meade & National Security Agency
- 36 FDA Laboratory Facility
- 37 James J. Rowley Training Center
- 38 FDA - White Oak
- 39 Adelphi Laboratory Center
- 40 Beltsville Agriculture Research Center
- 41 William F. Bolger Postal Academy
- 42 National Institutes of Health
- 43 National Naval Medical Center
- 44 Walter Reed Army Medical Center
- 44a Walter Reed Army Medical Center - Forest Glen Annex
- 44b Walter Reed Army Medical Center - Residential Housing
- 45 Goddard Space Flight Center
- 46 Battleground National Cemetery
- 47 National Image and Mapping Agency - Fairfax Facility
- 47a National Image and Mapping Agency - Montgomery Facilities
- 48 Naval Surface Warfare Center - Carderock Facility
- 49 Fairbank Highway Research Station
- 50 Central Intelligence Agency Headquarters
- 51 National Park Service Rock Creek Park Facility
- 52 Plant Introduction Station - BARC
- 53 Davidsonville Transmitter Site
- 54 Sterling Test and Evaluation Facility
- 55 Dulles International Airport
- 56 United States Geological Survey
- 57 Wolf Trap Farm Park
- 58 Steven F. Udvar-Hazy Center
- 59 Andrews Air Force Base
- 60 Alexandria National Cemetery
- 61 Vint Hill Farms Station
- 62 Old GSA Stores Depot
- 63 U.S. Coast Guard
- 64 Fort Belvoir
- 64a Fort Belvoir Engineer Proving Grounds
- 65 Foreign Broadcast Information Service Monitoring Station
- 66 Naval Communication Unit
- 67 Brandywine Global Communications Receiver Site
- 68 National Cemetery Quantico
- 69 FBI Academy
- 70 Marine Base Quantico

Note: Each location code number represents a single employment statistic







## Federal Workplace Needs in the National Capital Region

To stay operationally efficient, the federal government continually evaluates its facility requirements and is consistently adjusting its portfolio of workplaces. To address changes in agencies' missions or a desire by agencies to consolidate operations or improve security, or to address building deficiencies and stay operationally efficient, new facilities are continually being developed. This development of new facilities affords the federal government an opportunity to locate new workplaces where improvements in operational efficiencies can be made while it uses existing resources, promotes the use of alternative transportation, and enhances interactions with local communities to address regional and local problems.

### *The Continued Development of Federal Workplaces*

The missions of federal agencies are constantly changing as new laws, policies, and regulations are developed. To meet new agency mission requirements, new facilities such as office suites, meeting spaces, laboratories and research centers or are often needed, or old facilities need to be renovated.

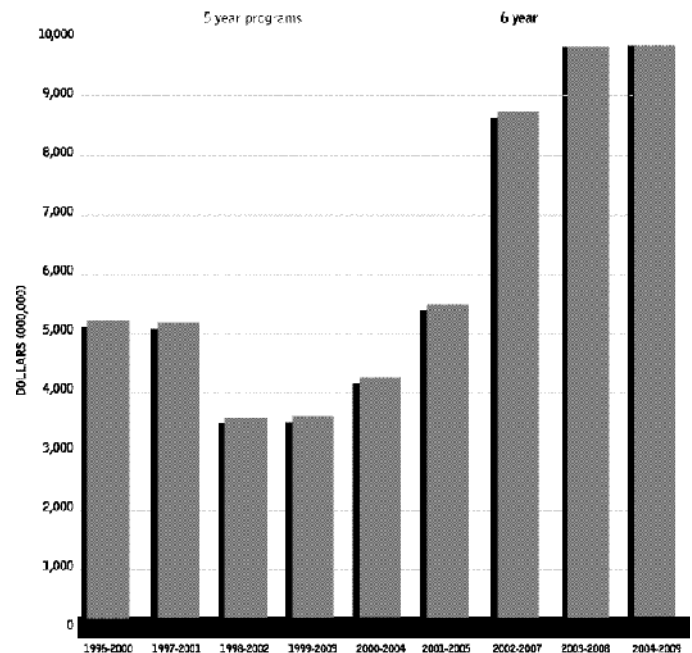
As agencies adjust to new missions, or to increase their performance efficiency, they might consolidate operations within multiple facilities into one installation or building. Likewise, in response to new security threats over the past decade, agencies also might consolidate to reduce security risks.

In addition, existing federal facilities may become too old and outdated to efficiently function or unsafe and unhealthy for federal employees. When this occurs, existing federal facilities must be substantially renovated or new facilities must be developed. These new facilities can be rehabbed structures or new structures.

Oftentimes, an agency might be able to address changes in missions, gain efficiencies through consolidation, meet security requirements, and replace outdated facilities through the development of a new installation. For example, the new headquarters of the Department of Health and Human Services' Food and Drug Administration in Montgomery County brings together in one location a number of its centers that were at distant, aging facilities into a campus of modern laboratories, offices, and support space that can easily be secured.

Thus, the construction and rehabilitation of federal workplaces in the region is ongoing. This continued

**Chart 2: Comparison of Federal Capital Improvements Programs**



Source: NCPD

development is illustrated through trends in the Federal Capital Improvements program (FCIP).

The FCIP compiles federal capital improvement projects in the region proposed by federal agencies for the upcoming six fiscal years. These projects are developed by agencies based on their current missions and their strategic plans to fulfill these missions and include new construction projects, rehabilitation projects, site improvement projects, and other infrastructure improvements.

Chart 2, Comparison of Federal Capital Improvements Programs and Chart 3, Comparison of Types of Projects Between Federal Capital Improvements Programs illustrate trends found in the FCIP.

Chart 2 illustrates that the total FCIP program costs have risen since the Fiscal Years 1998-2002 program. Chart 3 illustrates that the of number of proposed rehabilitation and renovation projects and the number of proposed new buildings within the FCIP has continued to remain steady over the years.

Within the context of the decline in the federal government's workforce in the region (direct civilian and military has declined from 382,000 to 362,000 between 1996 and 2002) there appears to be no relationship

between the size of the federal workforce and the lack of need for rehabilitated and renovated or new workplaces. This indicates that a reduction in the workforce may not necessarily result in excess space, but new or renovated space that can meet the requirements of a changed workforce may be required.

In addition, the federal government owns and occupies many buildings in the region that represent significant previous federal investments and have important symbolic qualities. Many, however, are also over 50 years old and require extensive modernizations to bring them to current health and safety, and operational standards. These modernizations often require complete closure of a structure to allow for the near gutting of their interior spaces. When this occurs, the dislocated employees need to be relocated and, oftentimes, a different federal use will then be placed in the modernized structure. So, the modernization programs of federal buildings often require the acquisition or development of new space.

As the nature of the federal workforce continues to change, and buildings continue to age, development and redevelopment of federal workplaces are expected to continue into the foreseeable future.

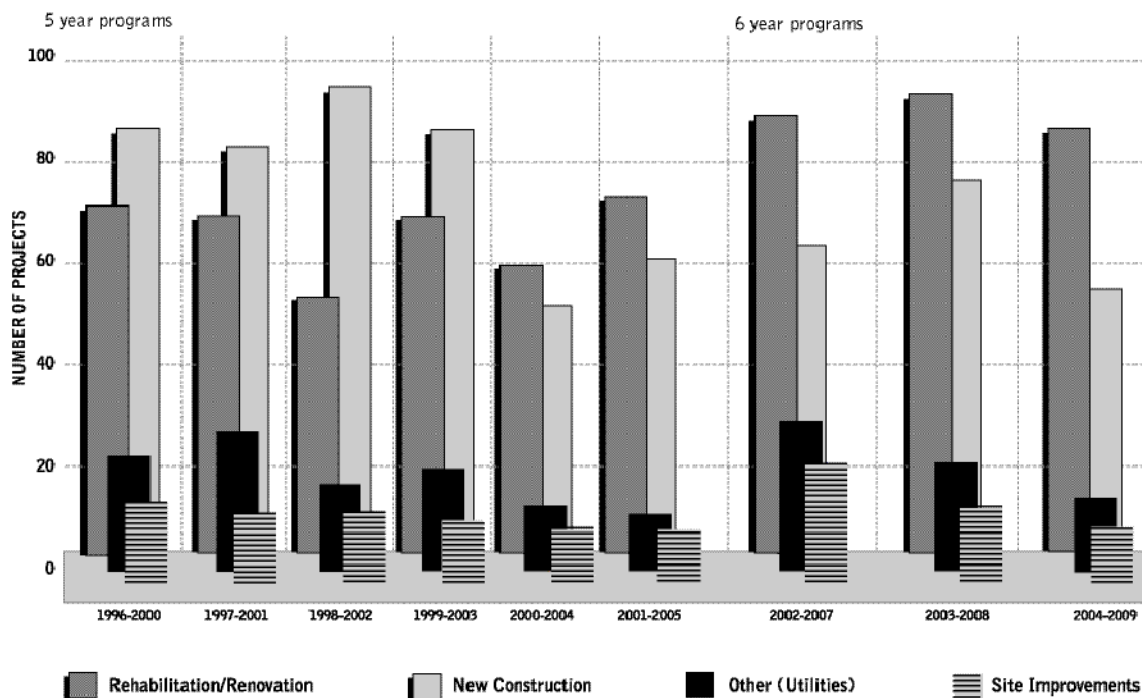


Chart 3: Comparison of Types of Projects Between Federal Capital Improvements Programs

Source: NCPG

## General Locational Considerations

Appropriately locating federal workplaces can encourage efficiencies in federal operations, as well as promote development patterns that can address regional and local problems, such as auto congestion, poor air and water quality, inefficient use of existing infrastructure, and the loss of open space. Although various federal agency missions often have specific site requirements, in general, federal workplaces should locate where:

- Existing resources can be utilized;
- Alternative modes of transportation to the private automobile are available; and
- Common goals and objectives with local agencies can be met.

### *Utilizing Existing Resources*

Much of the new construction in the region is in new suburban areas where it replaces open spaces and farmland. Such development is often at low densities, which reduces opportunities for efficient public transportation and requires more infrastructure such as utility lines, streets, and service facilities. Conversely, compact buildings and sites in urban areas with smaller footprints, and developing sites at infill locations in urban areas, can absorb new growth and development in a way that uses land, utilities, and services more efficiently.

Through Executive Order 12072, Federal Space Management, the federal government has committed to

EXECUTIVE ORDER 12072, FEDERAL SPACE MANAGEMENT, REQUIRES FEDERAL AGENCIES TO GIVE SERIOUS CONSIDERATION TO THE IMPACT A SITE SELECTION WILL HAVE ON IMPROVING THE SOCIAL, ECONOMIC, ENVIRONMENTAL, AND CULTURAL CONDITIONS OF THE COMMUNITIES IN URBAN AREAS AND REQUIRES AGENCIES TO GIVE FIRST CONSIDERATION TO A CENTRALIZED COMMUNITY BUSINESS AREA AND ADJACENT AREAS OF SIMILAR CHARACTER, INCLUDING OTHER SPECIFIC AREAS WHICH MAY BE RECOMMENDED BY LOCAL OFFICIALS, WHEN LOCATING A FACILITY.

encourage the location of federal workplaces in central cities, making downtown areas attractive places to work, conserving existing resources, and encouraging redevelopment.

The Order requires agencies to include in their locational decisions: consideration of the compatibility of a selected site with state, regional, or local development, redevelopment, or conservation objectives; the conformity of the site with the activities and programs of other Federal agencies; the impact on economic development and employment opportunities in the urban area, including the utilization of human, natural, cultural, and community resources; the availability of adequate low and moderate income housing for federal employees and their families on a nondiscriminatory basis; and the availability of adequate public transportation and parking and accessibility to the public.

Following a fire in 1996, the Department of the Treasury's main building in Washington, D.C. has undergone an extensive modernization program to meet current health, safety and operational standards





The selection of sites for facilities by federal agencies in downtown Washington as well as the secondary urban centers within the District of Columbia and throughout the region can achieve many of the objectives of this Order.

### *Alternative Modes of Transportation*

Ideally, federal activities would be distributed throughout the region where the densest and most job-intensive activities occur and where alternatives to the private automobile, particularly Metrorail, are most available. This would promote more use of public transit and bike and pedestrian facilities by federal employees in their commute to and from work.

In large part, the federal government's major office functions are often located in downtown Washington and the secondary urban centers within the District of Columbia and throughout the region, and its military installations with large areas of land are at the region's periphery. Some exceptions occur for a variety of reasons—limited availability of large sites, historical land ownership patterns that pre-date modern transportation infrastructure, Congressional directives, or changing security needs. When exceptions occur, a variety of problems can arise, including: major federal workplaces with poor transit access; transit-accessible workplaces with an excessive amount of employee parking; and transit-accessible land that is underutilized. Over time, these anomalies are gradually being addressed and the Comprehensive Plan policies can help to correct these situations.

In particular, the Transportation Element of the Federal Elements of the Comprehensive Plan recommends a multi-modal regional transportation approach to meet the travel needs of residents, workers, and visitors, while seeking to improve regional mobility and air quality through expanded transportation alternatives and transit oriented development.

When locating federal workplaces in the region, federal agencies should follow the guidance contained within the Transportation Element and consider sites and buildings located in areas convenient to a variety of transportation options (either existing or planned) that could reduce the reliance on private automobiles. In particular, new federal workplaces should be located

were they take advantage of the existing investment the federal government has made in the region's Metrorail system. States and local jurisdictions should support the development of alternative modes of transportation near existing federal facilities when existing choices are limited.

### *Meeting Common Goals and Objectives*

From the District of Columbia's dense urban core to Loudoun County's rolling hills and horse farms the region is rich in diverse environments. Federal workplaces, from small rented office suites to large military bases, need to fit appropriately into the environment where both the community and the facility can benefit.

Locational decisions for federal workplaces should consider how the facility could contribute to a particular community. Will workplaces contain uses that will be valuable to the community; will they improve upon the community's transportation network? Will the facility rehabilitate a historic structure or add to a redeveloping urban core? Are there existing businesses available to sell the desired products and services to the facilities workforce? Are there adequate nearby housing choices for the facility's workforce? Can the facility add to the community by providing public space, art, or a civic amenity? Does the facility provide interesting activities open to the public? Does it promote workforce development and provide new job opportunities in disadvantaged communities?

In addition, the surrounding community should enrich the function, efficiency, and productivity of the federal workplace. Federal workplaces should gain from their location, the workforce's relationship with the community, and the environment (physical and economic) provided by the community.

Federal projects such as the General Service Administration's (GSA) redevelopment of Suitland Federal Center is a good example of the cooperative contributions the federal government and a community can make to the economic well being of the community and the region as a whole. Prince George's County has initiated a redevelopment project adjacent to the Suitland Federal Center to improve the Suitland community. This project establishes a distinctive, positive identity for the

community; sparks other redevelopment and renovation projects; and creates new homeownership and economic development opportunities. At the same time, GSA has developed a new National Oceanic and Atmospheric Administration Satellite Operations Center and Census Bureau headquarters for the Department of Commerce among other projects and has identified areas for future development on the Center's site. With all this activity, the Suitland community, with its recently constructed Metrorail station, is poised to become a community where federal and local jurisdictional efforts have come together to contribute significantly to the physical, social, and economic well being of the National Capital Region.

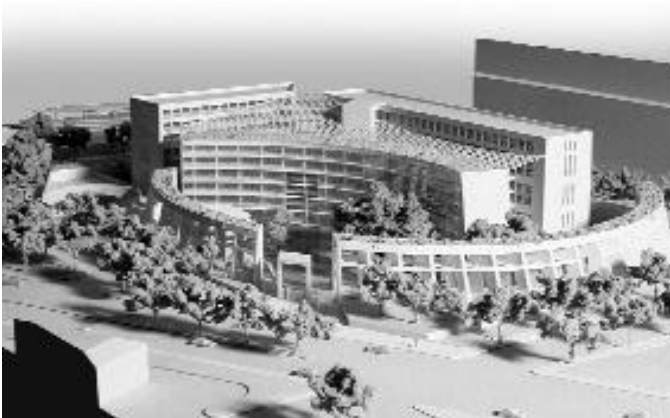
A similar example of a partnership between the federal government, a local jurisdiction, and other parties improving the economic viability of an area involves the location of the Department of Justice's new headquarters for its Bureau of Alcohol, Tobacco, Firearms and Explosives. The General Services Administration has located the headquarters in a predominately industrial area of Washington near other new private office development and a new Metrorail station. In conjunction, the District of Columbia is improving the retail options and transportation infrastructure along this important gateway into the city. The combined efforts should create a desirable location that attracts even more office, retail, and potential residential uses compatible to the existing surrounding residential neighborhoods, which should add significantly to the economic vitality of the District of Columbia.

To foster this kind of cooperation and coordination, the Commission has adopted project submission

guidelines that provide for public participation in NCPC's planning and plan review activities. These guidelines promote intergovernmental cooperation and public participation in the planning of federal workplaces within the region. They require federal agencies to coordinate their plans and projects with local, sub-regional, regional and state (non-federal) plans and programs for the development of the region. Federal agencies are also required to use long-range plans, master plans, and capital improvement programs in the region to foster this intergovernmental cooperation.

In addition, federal agencies should engage the public, local communities and other stakeholders early and often in the development of federal facilities in the region so that specific community development goals, as well as concerns, can be addressed in all stages of planning and construction. Close partnerships between federal agencies and their host communities should be maintained to ensure that federal facility plans are developed in ways that contribute to the community.

Similarly, action taken by the local communities themselves could affect the productivity and efficient operation of a federal facility. To aid the federal government in addressing comprehensive regional planning issues as well as federal agencies' development of plans, projects, and capital improvement programs, local and regional agencies should work with the federal government in the development of their policies, plans and programs. This will aid in identifying what, if any, impacts these policies, plans, and programs may have on federal activities and interests in the region and the communities involved.



Model of the Department of Justice's new headquarters for its Bureau of Alcohol, Tobacco, Firearms and Explosives in Washington, D.C.

# Policies

## FEDERAL WORKPLACE: LOCATION, IMPACT AND THE COMMUNITY

### Locating Federal Workplaces

#### *Context*

A federal agency's decision on where to locate a workplace within the National Capital Region depends on the agency's preference among other things, including Congressional directives, the willingness of Congress and the Administration to agree to a proposed cost or rent schedule, and prevailing market conditions.

Within this context, the policies stated here encourage federal agencies to locate workplaces to give emphasis to the District of Columbia as the seat of government and enhance the Monumental Core. These policies also encourage federal agencies to locate workplaces where existing federally owned sites and buildings exist and where the use of existing resources are optimized; where federal workplaces can contribute to business development within the region; and where interactions between federal agencies, the private market that serves these agencies, and the public that these agencies serve are enhanced.

#### *The District of Columbia and the Monumental Core*

Established as the national capital by an act of July 16, 1790 (1 Stat. 130), the District of Columbia replaced Philadelphia as the seat of the federal government on the first Monday in December 1800, and "all offices

attached to the said seat of government, shall accordingly be removed thereto by their respective holders, and shall, after the said day, cease to be exercised elsewhere."

On July 30, 1947 Public Law 80-279 (4 U.S.C. § 71 et seq.) reconfirmed the importance of a cohesive national government for government efficiency by requiring that "all that part of the territory of the United States included within the present limits of the District of Columbia shall be the permanent seat of government of the United States" and that "all offices attached to the seat of government shall be exercised in the District of Columbia and not elsewhere, except as otherwise expressly provided by law."

As the metropolitan area has grown beyond the borders of the District of Columbia, Congress recognized that the planning of federal facilities within the region should be coordinated and contribute towards solutions of community development problems of the region on a unified metropolitan basis, while still maintaining the District of Columbia as the seat of government.

Within Public Law 108-185 ((40 U.S.C. § 8302 (2003)), Congress declared that, because “the District which is the seat of the Government of the United States and has now become the urban center of a rapidly expanding Washington metropolitan region, the necessity for the continued and effective performance of the functions of the Government of the United States at the seat of said Government in the District of Columbia, the general welfare of the District of Columbia and the health and living standards of the people residing or working therein and the conduct of industry, trade, and commerce therein require that the development of the District of Columbia and the management of its public affairs shall, to the fullest extent practicable be coordinated with the development of the other areas of the Washington metropolitan region...”

Through the location of specific types of federal workplaces within the region, the federal government can continue to maintain the District of Columbia as the seat of the federal government while supporting a coordinated approach to regional development. Specifically, the primary functions of the federal government should continue to be located within the District of Columbia, while other federal activities that must be located within the region should be located where local land use conditions will support the efficiency and productivity of those activities, including the District of Columbia, northern Virginia, and suburban Maryland.

In maintaining the District as the seat of the federal government, federal agencies should also maintain the Monumental Core as the symbolic center of the nation. Historically, most of the principal offices of the federal government have located in this area, including legislative and judicial facilities and the executive branch. The area is highly accessible to the public, to employees, and to groups requiring daily contact with these activities, and it fosters efficient interactions among federal policy-making branches. The symbolic relationship between these facilities and the primary activities of the national government should be enhanced through the continued location of these facilities within the Monumental Core.

### *Existing Facilities and Resources*

Before purchasing or leasing additional land or building space, federal agencies should consider underdeveloped federal sites or available space in federal buildings. If an existing federal site or building is not available in a preferred location, the purchase, lease and/or construction of a new facility can be considered if the benefits of locating the activity in that specific location are favorable. The availability of space at existing federal facilities (individual buildings and installations) should be monitored continually; the future development of installations should be managed and controlled through the master planning process<sup>1</sup>.

### *Regional Distribution of Federal Workplaces*

Because federal employment is such an important part of the regional economy, a vital goal is to strike a balance between centralized locations and locations throughout the region. Federal employment has always been concentrated in the District of Columbia since it was established as the seat of national government, but by 1960, only 63.3 percent of federal employment (civilian and military) in the region was located in the District of Columbia while 13.4 percent was in suburban Maryland and 23.3 percent was in northern Virginia. Since then, the District of Columbia's share generally has continued to decline. By 2002, the District of Columbia's share of the region's federal employment was reduced to approximately 53 percent.

In 1968, a policy was adopted as part of the Federal Element of the Comprehensive Plan which stated that 60 percent of the region's federal employees should work in the District of Columbia and 40 percent should be located elsewhere in the region.

**Note: 1.** See the Commission's approved Master Plan Submission Requirements.



This policy remains today. And it should be considered in conjunction with the knowledge that federal activities provide opportunities for local jurisdictions to gain from taxes on the wages and salaries of federal employees, and generate property, sales, and income taxes from the private sector activities that often occur because of the federal presence. By locating specific types of workplaces in particular areas of the region, the federal government can help the economic development efforts of local jurisdictions.

Therefore, federal workplaces that interact with each other, the private sector, and the public should be located in places that facilitate interactions:

- Federal workplaces with related activities will benefit from being located near each other, where interactions can occur more easily. For example, agency headquarters that work with the offices of the White House and Congress benefit from locations in the city of Washington.
- Federal workplaces that work primarily with the private sector market (including contractors and service providers) will be more efficient if they are located where the private sector can also find space. For example, much of the private sector activity in Crystal City in Arlington County is related to the military. Crystal City's location near the Pentagon makes for efficient interactions between private companies and the headquarters of the Department of Defense.
- Federal workplaces that provide a service to the general public are most effective when located near the citizens they serve. Post offices and local social security offices are primary examples of federal activities that should locate where they are easily accessible to the public.
- Federal workplaces that do not require extensive interaction with other federal and private activities within the Monumental Core, could locate elsewhere in the District of Columbia or region. In outlying areas, land uses and official local land use plans, availability of existing federal sites and buildings, and the existing economic market might be more favorable to the efficient functioning of this type of federal activity. For example, the

cluster of existing biotechnology research facilities in Montgomery County (both federal and private) could add to the efficient operations of new federal biotechnology facilities.

- Federal workplaces that do not require extensive interaction with other federal and private activities within the Monumental Core but do require extensive land areas, isolated or secure sites, and/or have little contact with the public, could locate elsewhere in the District of Columbia or the region where the surrounding land uses and local land use plans do not hinder their operations. For example, facilities that conduct intelligence activities and/or weapons testing could benefit from isolated locations, such as military installations.

## *Extending the Legacy: Planning America's Capital for the 21st Century*

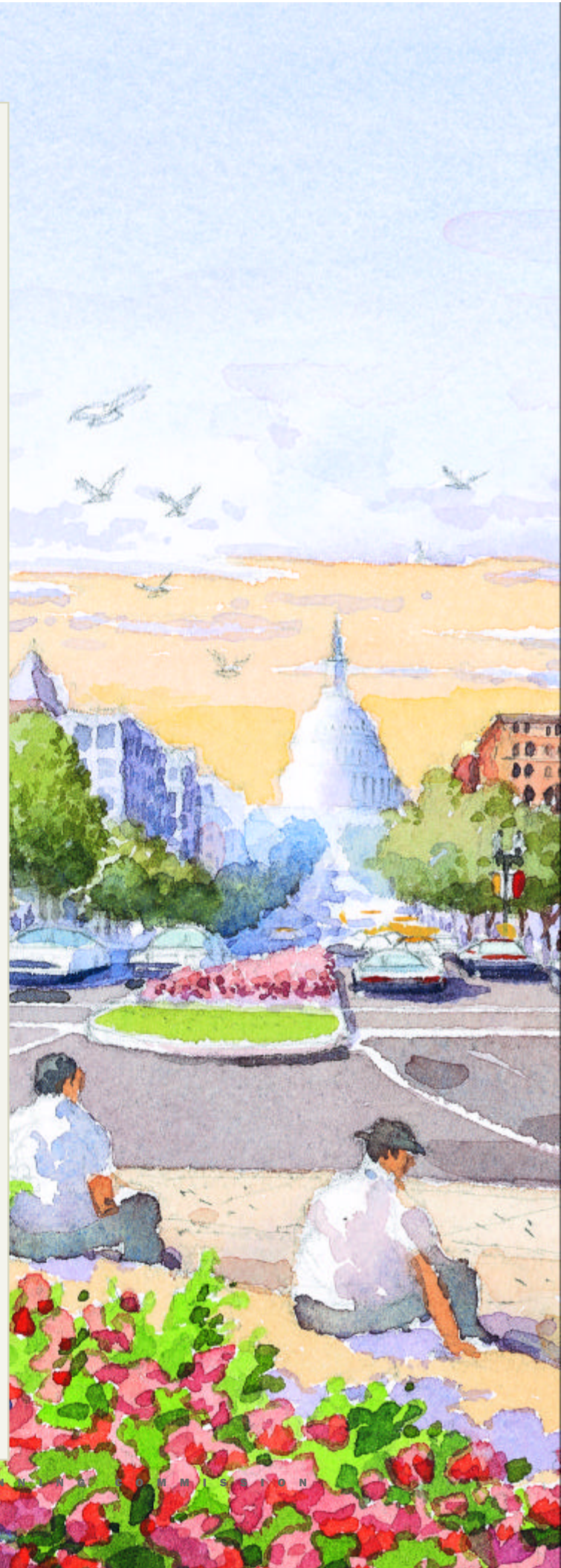
*Extending the Legacy: Planning America's Capital for the 21st Century*, released by the Commission in 1997, is a framework plan for the long-term growth of the Monumental Core of Washington. The Monumental Core is the general area encompassing the Capitol grounds, the Mall, the Washington Monument grounds, the White House grounds, the Ellipse, West Potomac Park, East Potomac Park, the Southwest Federal Center, the Federal Triangle area, President's Park, the Northwest Rectangle, Arlington Cemetery and the Pentagon area, Fort Myer and Henderson Hall.

The Legacy Plan redefines the Monumental Core to include adjacent portions of North, South, and East Capitol Streets and reclaims and reconnects the city's waterfront, from Georgetown on the Potomac River to the National Arboretum on the Anacostia River. As part of its vision, the plan promotes the improvement of existing federal facilities and the development of new federal facilities within these areas. The plan also addresses the District of Columbia's urgent need for jobs and increased mobility by creating opportunities in all quadrants of the city for new parks, offices and other development, and transit centers.

The Monumental Core contains significant infrastructure and services as well as private and public activities related to the federal government. The Legacy Plan promotes initiatives in downtown Washington add to these activities and support the existing pattern of dense urban development, mixed land uses, and compact building designs. It further promotes the development of housing opportunities and alternative modes of transportation within this area, making it an ideal location for federal workplaces.

When locating workplaces in the Monumental Core, federal agencies should consider sites and buildings that further the implementation of these planning initiatives found within the Legacy Plan. New or redeveloped federal facilities in the Monumental Core should not only adhere to the general concepts contained in the plan, but federal agencies and their projects within the Monumental Core should be integral to the planning and implementation of these concepts.

Policies under the section Locating Federal Workplaces in this element give guidance to locating workplaces in the Monumental Core in accordance with the planning initiatives in the Legacy Plan.



## LOCATING FEDERAL WORKPLACES

### *Policies*

#### *The District of Columbia and the Monumental Core*

When locating federal workplaces within the Central Employment Area and the Capitol Complex\*, and surrounding areas\*\*, the federal government should:

1. Maintain the planned form and framework of the Monumental Core established through precedent and in *Extending the Legacy*.
2. Reserve the most prominent development sites, particularly those with important symbolic visual connections to the Capitol building and other landmarks in the downtown area of the District of Columbia, for federal workplaces that contain the most important functions of the federal workforce.
3. Maintain and reinforce the preeminence of the Monumental Core by attracting and retaining federal employment by the modernizing, repairing and rehabilitating existing federal workplaces in the Monumental Core.
4. Maintain and reinforce the preeminence of the Monumental Core by supporting the implementation of the other planning initiatives within *Extending the Legacy*, including transportation, infrastructure, and other development projects.

\* The Central Employment Area and Capitol Complex are defined on pages 24 and 28.

\*\* In development areas identified by the local land use plans for this use.

#### *Existing Facilities and Resources*

The federal government should:

1. Give preference to established urban areas or areas that are under redevelopment with infrastructure and services in place when locating federal workplaces.
2. Support regional and local agency objectives that encourage compact forms of growth and development when locating federal workplaces.
3. Support regional and local agency efforts to coordinate land use with the availability or development of transportation alternatives to the private automobile, including walking, bicycle riding, and public transit, particularly Metrorail, when locating federal workplaces.
4. Locate federal workplaces in areas where efficiencies are gained through proximity to a market of private suppliers of goods and services.
5. Utilize available federally owned land or space before purchasing or leasing additional land or building space. Agencies should continuously monitor utilization rates of land and building space to ensure their efficient use.
6. Consider the modernization, repair and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.



The Ronald Reagan Building and International Trade Center, within the Federal Triangle in Washington, D.C.



7. Establish the level of employment that can be accommodated on installations where more than one principal building, structure, or activity is located or proposed through the master planning process as established by the Commission.
  - Agencies should continually monitor the employment levels at installations and revise installation master plans as necessary to reflect changed conditions and provide an up-to-date plan for the development of the installation.
8. Minimize development of open space by selecting disturbed land or brownfields for new federal workplaces or by reusing existing buildings or sites at existing installations.

#### *Regional Distribution of Federal Workplaces*

The federal government should:

1. Achieve within the District of Columbia a relative share of the region's federal employment (civilian and military) that is not less than 60 percent of the region's.
2. Locate employees near other federal agencies and departments with which they regularly interact.
3. Locate federal workplaces in urban areas, giving first consideration to centralized community business areas and areas of similar character, including other specific areas that may be recommended by local agencies, with the following exception:
  - Workplaces that have specific land use requirements (including the need for large amounts of land, buffers and extensive future expansion needs) should locate where these requirements can be fulfilled.



# Locating Federal Workplaces

## Policies

### Regional Distribution of Federal Workplaces

The following locational criteria are specific to federal legislative, judicial, and executive administrative land uses. The Central Employment Area (CEA) and Capitol Complex are defined on pages 24 and 28.

The federal government should locate the following Legislative, Judicial, and Executive Administrative land use types in the areas identified:

Workplace Type	Locations					
	Within the District of Columbia				Within the Region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
<b>Legislative</b>						
Headquarters	Yes					
Primary Administrative	Yes					
Large Public Meeting	Yes	Yes				
Administrative Support		Yes	Yes			
Infrastructure Support	Yes	Yes	Yes			
<b>Judicial</b>						
Primary Supreme Court Functions	Yes	Yes**				
Court/Hearing Rooms		Yes				
Primary Administrative		Yes	Yes			
Administrative Support		Yes	Yes			
<b>Executive Administrative</b>						
Department Headquarters***		Yes	Yes	Yes		
Primary Administrative Facilities		Yes****	Yes	Yes	Yes	Yes
Large Public Meeting Facilities		Yes	Yes	Yes	Yes	Yes
Administrative Support Facilities		Yes	Yes	Yes	Yes	Yes

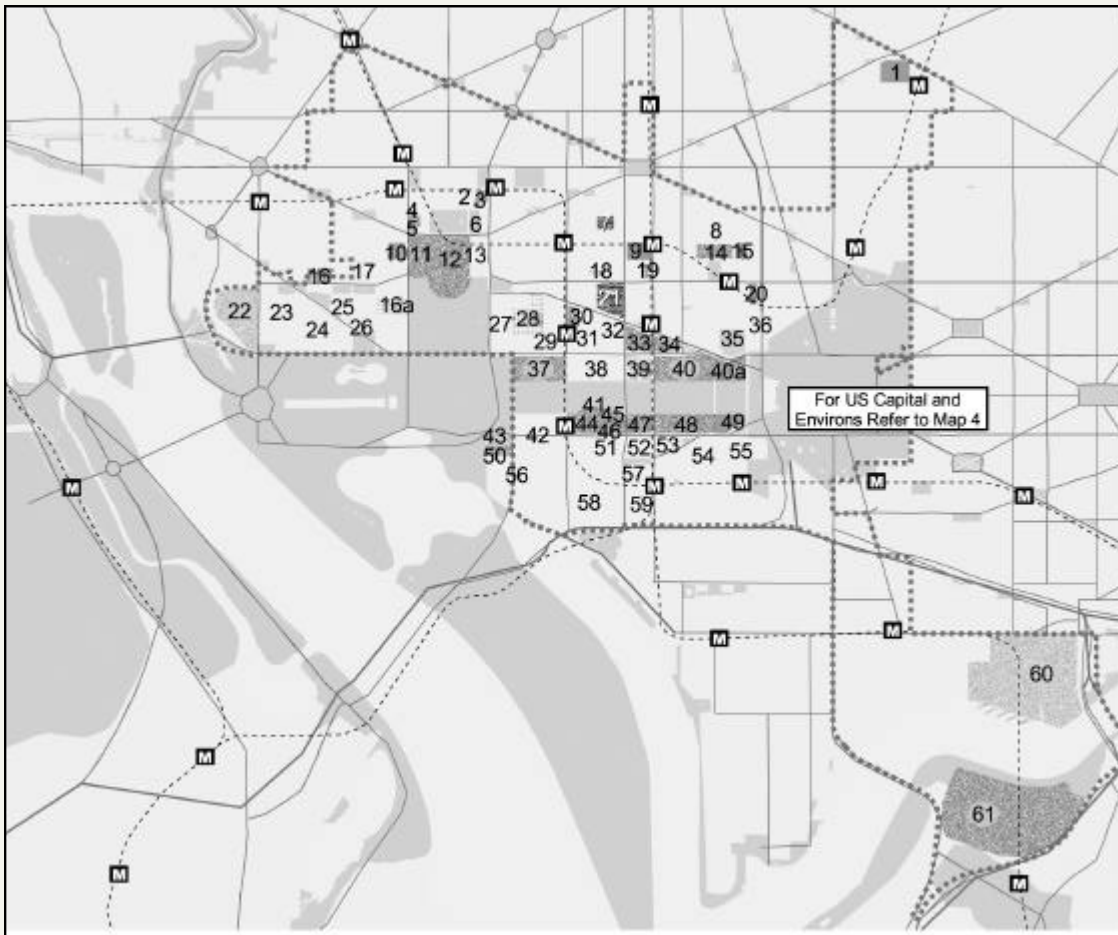
\* In development areas identified by local land use plans for this use.

\*\* Relocation of the Supreme Court allowed within the District of Columbia. New facilities should possess a prominent and symbolic relationship with the Capitol and White House.

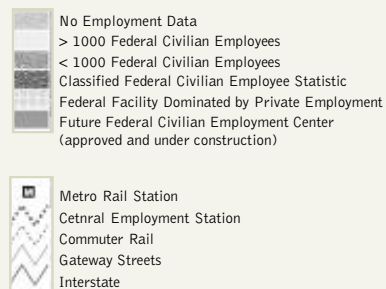
\*\*\* Cabinet-level departments and independent agencies and commissions, including facilities housing departmental, commission, or agency heads, their assistants, and other staff. Excludes facilities of the Department of Defense.

\*\*\*\*The Executive Offices of the President should receive preference for locations near the White House.

## Map 3

*Central Employment Area and Environs, 2003***Federally Owned Workplace Location Code**

71 ATF & E Headquarters	98 Reagan Building & International Trade Center	124 Department of Education
72 Department of Veterans Affairs	99 EPA Headquarters	125 Department of Health & Human Services
73 Export/Import Bank of the United States	100 National Endowments HQs (Arts and Humanities)	126 Bureau of Printing and Engraving & Annex
74 New Executive Office Building	101 IRS Headquarters	127 GSA Regional Headquarters
75 Renwick Gallery	102 Department of Justice	128 USPS Headquarters
76 National Courts	103 National Archives	129 Department of Housing & Urban Development
77 U.S. Secret Service	104 Federal Trade Commission	130 Washington Navy Yard
78 General Accounting Office	105 U.S. District Court	131 National Capital Parks East
79 Patent Office Building - Portrait Gallery	106 Department of Labor	
80 U.S. Trade Representative	107 National Museum of American History	
81 Eisenhower Executive Office Building	108 National Museum of Natural History	
82 White House	109 National Gallery Sculpture Garden	
83 Department of the Treasury	110 National Gallery of Art - West	
84 Pension Building- National Building Museum	110a National Gallery of Art - East	
85 FBI Washington Field Office	111 Smithsonian Institution Building - Castle	
86 American Red Cross Headquarters	112 Department of Agriculture	
86a American Red Cross Headquarters	113 Auditors Building	
87 GSA Headquarters	114 Freer & Sackler Galleries of Art	
88 Ford's Theater - Lincoln Museum	115 Arts and Industries Building	
89 Old General Post Office	116 National Museum of African Art	
90 U.S. Tax Court	117 Hirshhorn Museum & Sculpture Garden	
91 FBI Headquarters	118 National Air & Space Museum	
92 Navy Bureau of Medicine and Surgery	119 National Museum of the American Indian	
93 Department of State	120 U.S. Holocaust Memorial Museum	
94 Federal Reserve & Annex	121 Department of Energy	
95 Office of Personal Management	122 Federal Aviation Administration	
96 Department of Interior & Interior South	123 NASA Headquarters	
97 Department of Commerce		

**Federal Civilian Employment**

### The Central Employment Area

The Central Employment Area (CEA) includes the District of Columbia's downtown area as defined in the District Elements of the Comprehensive Plan, parts of the central core area of Washington where employment facilities are concentrated, and adjacent areas where additional development, economic diversification, and job generation are encouraged. It is situated at the hub of the region's roadway and public transportation infrastructure and contains a mix of land uses that efficiently supports the existing federal activities.

Specifically, the CEA is an area within the District of Columbia where:

- Existing federal facilities contribute to the city's employment population, economic diversification, and mixed-use nature.
- Higher-density employment facilities exist or are encouraged (including, but not limited to, areas identified for federal, local public facilities, institutional, medium density commercial, medium-high density commercial, and high density commercial on the District of Columbia's Generalized Land Use Map).
- Higher-density mixed-land uses, including commercial/retail, residential, and entertainment uses exist or are encouraged (including, but not limited to, areas identified for medium density residential, high density residential, federal, local public facilities, institutional, medium density commercial, medium-high density commercial, high density commercial, parks, recreation, and open space, production and technical employment, and mixed-uses on the District of Columbia's Generalized Land Use Map).
- A high concentration of bus, rail, and public transit transfer points exist and land uses are generally no more than 2000 feet away from an existing or planned Metrorail station, light rail station, or bus rapid transit station.

The CEA contains the Capitol, the Supreme Court, and the White House and contains most of the legislative, judicial, and executive administrative headquarters of the federal government. Future federal workplaces for legislative, judicial, and executive administrative headquarters should continue to be located within the CEA and surrounding areas as guided through policies under the section *Locating Federal Workplaces* in this element.

## Locating Federal Workplaces

### *Policies*

#### *Regional Distribution of Federal Workplaces*

The following locational criteria are for specific federal activities excluding legislative, judicial, and executive administrative land uses. The Central Employment Area (CEA) and Capitol Complex are defined on pages 24 and 28.

The federal government should locate the following land use types in the areas identified:

Workplace Type	Locations					
	Within the District of Columbia				Within the Region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
<b>Scientific, Technological, and Laboratory Research</b>		Yes**	Yes	Yes	Yes Within the Region, outside of the District of Columbia: preference should be given to areas with sufficient protective landscape buffers and areas that can accommodate future expansion needs.	Yes
<b>Agricultural, Plant Life, and Animal Life Research</b>			Yes		Yes Within the Region, outside of the District of Columbia: preference should be given to areas where there is sufficient acreage for immediate and planned long-term agricultural activities.	Yes
<b>Research, Intelligence, and Communications for National Defense</b>		Yes**	Yes	Yes	Yes Within the Region, outside of the District of Columbia: where geographical land formations are uniquely suited to the operations of the activity and future expansion needs can be accommodated. For activities that require special facilities or testing or security, preference should be given to areas with sufficient protective landscape buffers.	Yes



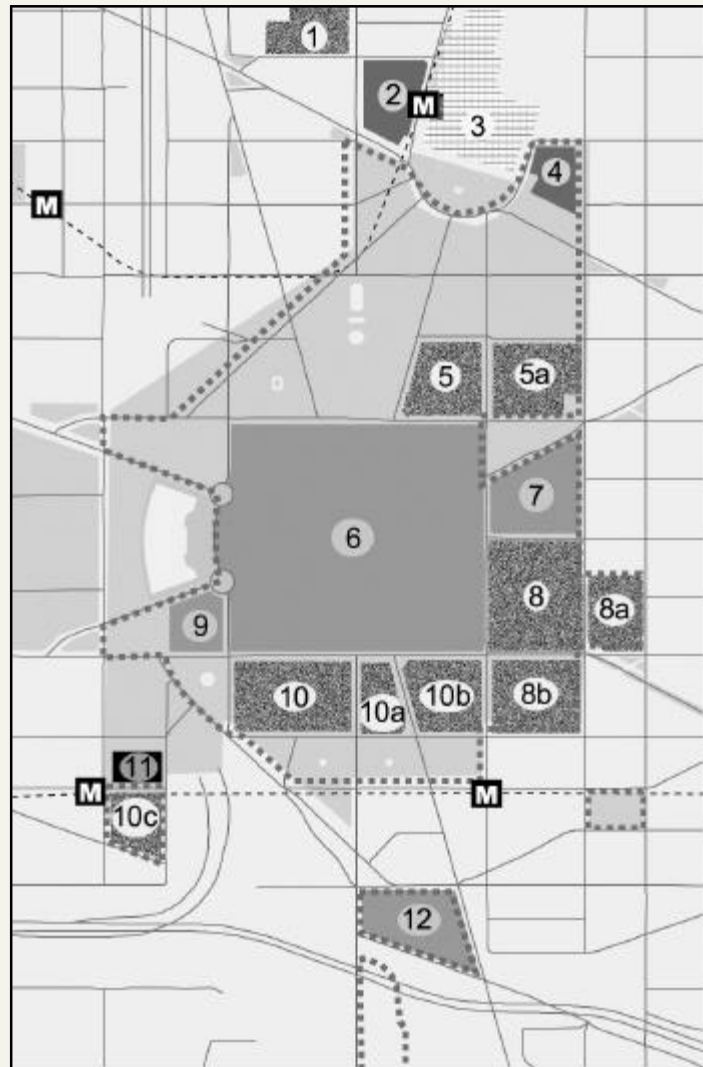
Workplace Type	Locations					
	Within the District of Columbia				Within the Region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
<b>Military Aircraft</b>	Yes				Yes	
	Within the District of Columbia: only at military installations.				Within the Region, outside of the District of Columbia: only at military installations.	
<b>Helicopter</b>	Yes		Yes	Yes	Yes	Yes
	Within the District of Columbia: in accordance with FAA standards to meet specialized needs or emergency requirements of federal agencies that can only be met by the use of rotary aircraft.				Within the Region, outside of the District of Columbia: in accordance with FAA standards to meet specialized needs or emergency requirements of federal agencies that can only be met by the use of rotary aircraft.	
<b>Special Education and Training</b>	Yes		Yes	Yes	Yes	Yes
	Within the District of Columbia: preference should be given to locations accessible by a variety of public transportation options.				Within the Region, outside of the District of Columbia: preference should be given to locations accessible by a variety of public transportation options.	
<b>Main Postal Stations and Branches</b>	Yes		Yes	Yes	Yes	Yes
	Within the District of Columbia: at locations accessible by a variety of public transportation options and/or that encourage on-street pedestrian activity. At federal installations, preference should be given to locations within a reasonable travel time or walking distance from federal workforce locations and/or installation housing.				Within the Region, outside of the District of Columbia: at locations accessible by a variety of public transportation options and/or that encourage on-street pedestrian activity. At federal installations, preference should be given to locations within a reasonable travel time or walking distance from federal workforce locations and/or installation housing.	
<b>Warehousing, Utility, Supply and Storage</b>			Yes	Yes	Yes	Yes
	Within the District of Columbia: give priority to locations that are easily accessible from the regional highway system, and without significant negative traffic impacts to the local arterial and roadway system. Facilities to accommodate future requirements and/or the requirements of multiple agencies should be considered.				Within the Region, outside of the District of Columbia: give priority to locations that are easily accessible from the regional highway system, and without significant negative traffic impacts to the local arterial and roadway system. Facilities to accommodate future requirements and/or the requirements of multiple agencies should be considered.	
<b>Dormitory and Residential</b>	Yes		Yes	Yes	Yes	Yes

\* In development areas identified by local land use plans for this use.

\*\* Primary Administrative Facilities, Large Public Meeting Facilities, and Administrative Support Facilities allowed.

## *The United States Capitol Complex*

- The United States Capitol Complex is comprised of the Capitol, the House and Senate Office Buildings, the U.S. Botanic Garden, the Capitol Grounds, the Library of Congress buildings, the Supreme Court Building, the Capitol Power Plant, and various support facilities.
- The Architect of the Capitol is charged with the operation and maintenance of the buildings committed to his care by Congress. Permanent authority for the care and maintenance of the United States Capitol is established by the Act of August 15, 1876 (19 Stat. 147; 40 U.S.C. § 162-163). The Architect's duties include the mechanical and structural maintenance of the building, the upkeep and improvement of the Capitol grounds, and the arrangement of inaugural ceremonies and other events and ceremonies held in the building or on the grounds. Legislation has been enacted from time to time to provide for additional buildings and grounds placed under the jurisdiction of the Architect of the Capitol.



### Federally Owned Workplace Location Code

#### Map 4

U.S. Capital Enclave and Environs, 2003

132	Government Printing Office
133	Post Office & Postal Museum
134	Union Station
135	Marshall Federal Judiciary Building
136	Russell Senate Office Building
136a	Dirksen Senate Office Building
137	U.S. Capitol
138	U.S. Supreme Court
139	Library of Congress - Jefferson Building
139a	Library of Congress - Adams Building
139b	Library of Congress - Madison Building
140	U.S. Botanic Gardens
141	Rayburn House Office Building
141a	Longworth House Office Building
141b	Cannon House Office Building
141c	Ford House Office Building
142	Federal Office Building - 8
143	U.S. Capitol Power Plant

### Federal Civilian Employment

	No Employment Data
	> 1000 Federal Civilian Employees
	< 1000 Federal Civilian Employees
	Federal Facility Dominated by Private Employment
	Future Federal Civilian Employment Center (approved and under construction)
	Metro Rail Station
	Architect of the Capitol Jurisdiction
	Commuter Rail
	Street

## Development of Workplaces with Communities

### *Context*

Federal investments in workplaces are often used by local jurisdictions in the National Capital Region to attract new residents and private sector activities. Likewise, host communities, through appropriate planning and the provision of goods and services, can enhance the productivity and operations of federal workplaces. When locating and operating federal workplaces, agencies and local jurisdictions should work together to meet their objectives.

Policies in this section address issues of coordinating the development of federal workplaces with communities, using federal workplaces as catalysts for business development, complying with building and development codes and energy efficiency objectives when developing federal facilities, and disposing of excess federal facilities in a manner that is coordinated with communities.

In addition, federal workplaces are to be healthy and safe and should enhance the productivity of federal employees; policies within this section encourage the development and operation of workplaces that meet these objectives.

### *Coordination with the Community*

When leveraging federal investments to benefit the surrounding community, federal agencies should incorporate into federal workplaces uses that would be valuable to the community. Federal agencies should consider the addition of publicly accessible mixed uses; including shopping, dining, entertainment, and residential within their workplaces. The Public Buildings Cooperative Use Act of 1976 (40 U.S.C. § 490) supports the leasing of space in public buildings for these types of uses or for cultural, educational, or recreational activities. Where facilities are built within urban environments, they should not only be compatible with pedestrian activity and be oriented toward public transportation, they also should contribute to the pedestrian street life and use of public transportation.

To enliven federal workplaces, civic art and public open space should be an integral component. However, displays should be coordinated with local agencies to ensure that the artwork reflects the character of the community.

Federal agencies should utilize and maintain, wherever operationally appropriate and economically prudent, federal activities in historic properties and districts, especially those located in downtown Washington and the District of Columbia's and the region's secondary employment centers. The federal government views revitalization of the nation's central cities as a priority, and several directives and laws promote this goal. Executive Order 12072, Federal Space Management, strengthens our nation's cities by encouraging the location of federal activities in our central cities. Another presidential directive, Executive Order 13006, Locating Federal Facilities on Historic Properties in our Nation's Central Cities, reaffirms the federal government's commitments set forth in the National Historic Preservation Act of 1966, as amended (16 U.S.C. § 470 et seq.) to provide leadership in the preservation of historic resources. The directive also reaffirms the Public Buildings Cooperative Use Act, which states that the government should acquire and utilize space in suitable buildings of historic, architectural, or cultural significance.

### *Business Development*

While there is no direct link between the location of federal workplaces and their contractors, contractors that work with only one federal agency or department often do choose to locate near that agency or department. By locating federal workplaces in places that further local economic development goals, these facilities can be catalysts to business development in these areas.

In addition, modest spending by agencies in the form of purchases for routine supplies, food for conferences, and hotel rooms for agency guests are also often procured from private suppliers located nearby, further adding to the jurisdiction's economic activity.

The Small Business Act, as amended, (15 U.S.C. § 631 et seq.) promotes the creation, expansion, or

improvement of small businesses by providing the maximum practicable opportunity for the development of small business concerns owned by members of socially and economically disadvantaged groups. It promotes the advancement of such firms through the procurement of goods and services by the federal government; such procurements also benefit the federal government by expanding the number of suppliers.

Placing new federal workplaces in distressed areas can promote the revitalization of communities in which few employment opportunities or services exist. If economic incentives are necessary to help business development within a neighborhood, federal agencies should use existing federal programs when available, such as the Empowerment Zone/Enterprise Community and HUBZone programs, to support new businesses that could efficiently provide goods and services for the federal workplaces.

#### *Building and Development Codes*

To the extent possible federal agencies should comply with local and state building and development codes. These represent important regional and local interests and are the foundation of national building codes, which federal agencies are required to comply with, to the maximum extent feasible (40 U.S.C. § 3312). When new construction for federal agencies is leased from a private developer or owner, these facilities must be in compliance with all local and state building and development codes.

#### *Energy Efficiency*

Principles of energy efficiency should also be incorporated into the design, operation, location, and orientation of federal workplaces. Federal agencies should consider proper building orientation, efficient heating and cooling systems, use of natural lighting, and the use of recycled materials when selecting development sites and designing facilities. The Energy Policy and Conservation Act (42 U.S.C. § 6201 et seq.), National Environmental Policy Act of 1969, as amended, (42 U.S.C. § 4321), Executive Order 12902, Energy Efficiency and Water Conservation in Federal Facilities, and Executive Order 13123, Greening the Government Through Efficient Energy Management, among other laws and regulations, promote the development and operation of energy efficient federal facilities.

#### *Excess Property*

When disposing of excess land, federal agencies should work with the community to undertake plans for economic development and/or to use the property or facilities for other public (including open space) and private uses. The disposal of excess federally owned property should result in minimal adverse economic impacts on affected communities. Its future use should contribute toward solving existing community development problems. Guidance on the disposal of federally owned property can be found in the Defense Authorization Amendments and Base Closure and Realignment Act, as amended, (P.L. 100-526 and P.L. 101-510, 10 U.S.C. § 2687); Base Closure Community Development and Homeless Assistance Act of 1994 (P.L. 103-421, 10 U.S.C. § 2687) and the Federal Property and Administrative Services Act of 1949, as amended, (40 U.S.C. § 471 et seq.), among other laws and regulations.



### *Working Environment*

A suitable working environment must be provided for government employees. The consideration of the health, safety, welfare, convenience, and productivity of federal employees is imperative when developing new federal workplaces or operating existing facilities. Adequately meeting employee needs will help retain current employees and attract new ones. Consideration should be given to space for food service and retail and residential facilities, space for day-care programs for children of working parents, and health care.

Federal agencies also should consider employee well being and satisfaction with the physical environment. A properly designed, user-friendly work environment is a fundamental aspect of productivity.

Programs that improve employee commutes should also be considered when planning federal workplaces. The provision of parking, public transit, flextime, and telework at federal workplaces should be recognized in the context of federal employee productivity.

When possible, promote housing initiatives for a variety of housing options close to public transit or federal facilities. These initiatives should provide housing that makes the commute of the federal employees more convenient.

## Development of Workplaces with Communities

### *Policies*

#### *Coordination with the Community*

The federal government should:

1. Consult with local agencies to ensure that federal workplaces enhance the design qualities and vitality of their communities.
2. Support local community efforts to revitalize economically distressed areas by working with community officials to identify suitable sites for federal workplaces when these workplaces can contribute to the community's efforts.
3. Plan federal workplaces to be compatible with the character of the surrounding properties and community and, where feasible, to advance local planning objectives such as neighborhood revitalization.
4. Associate federal workplaces in urban areas to their urban context and appropriately scale them to promote pedestrian activity.
5. Consider combined public and private mixed uses at federal workplaces where security requirements will not be compromised.
  - Lease or share space in workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential and other high-traffic use activities where these uses will fulfill a local need or support local development objectives.
6. Locate publicly accessible activities within federal workplaces on public streets and other pedestrian access levels, as well as within courtyards and on rooftops.
7. Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, particularly Metrorail, where available.
8. Incorporate civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals, into federal workplaces. Proposals for civic art should be coordinated with local agencies.
9. Give first consideration to the use of historic properties or properties within historic districts. If no such property is suitable, consider other developed or undeveloped sites within historic districts, then consider historic properties outside of historic districts if no suitable site within a district exists.
  - Any rehabilitation or construction of federal workplaces must be architecturally compatible with the character of any surrounding or adjacent historic district.

10. Guide the long-range development for all installations on which more than one principal building, structure, or activity is located or proposed through a master plan.
  - The characteristics of the installation and its surroundings, including the qualities and resources to be protected; building groupings, massing, and architectural character; and streetscape and landscape elements and character; should be established through the master planning process as required by the Commission.
  - Agencies should continually monitor development at federal installations and revise installation master plans as necessary to reflect changed conditions and to provide an up-to-date plan for the development of the installation.
11. Provide and maintain space for activities that encourage public access to and stimulate public pedestrian traffic around, into, and through federal facilities, to the extent practicable.
  - Shops, restaurants, exhibits, residential, and other public activities that stimulate pedestrian street life surrounding facilities in urban areas should be considered.
12. Encourage the use of federal workplaces for occasional cultural, educational, and/or recreational activities, providing suitable space and equipment for such activities.
13. Use appropriate commemoration and exhibits at federal workplaces.
  - Buildings, auditoriums, plazas, courtyards, and other features can be named in commemoration, and embellished with plaques and sculptures.
  - Exhibits are encouraged in widely used areas such as lobbies and corridors.

### *Business Development*

The federal government should:

1. Sustain an economically vibrant region that meets the government's procurement needs for goods and services through program collaborations with local, state, and regional economic development organizations.
2. Support local agency efforts to use economic development incentives and the provision of quality infrastructure to capture new commercial activities that can provide goods and services for federal workplaces.
3. Locate federal workplaces where they support the creation of employment opportunities in economically distressed areas identified through federal, state and local economic development programs.
  - To the extent practical, federal procurement of goods and services should be focused in these areas.
  - The growth of socially and economically disadvantaged firms in these areas should be fostered through the use of existing federal programs.
4. Plan and program major relocations of federal employees from one jurisdiction to another (federal facilities of 200 or more employees or 100,000 or more square feet) to minimize adverse economic impacts on the jurisdiction from which the facility is relocating.

*Building and Development Codes*

The federal government should:

1. Develop sites and buildings consistent with local agencies' zoning and land use policies and development, redevelopment, or conservation objectives, to the maximum extent feasible.
2. Engage the public throughout the planning process. Federal agencies should seek technical assistance to develop and maintain this public planning process if they do not have the expertise.

*Energy Efficiency*

The federal government should:

1. Use innovative energy conserving techniques in the design and construction, operation, location and orientation of federal workplaces.
2. Implement methods to reduce consumption of nonrenewable energy resources and to reduce the consumption of energy through energy efficient techniques as soon as practicable at all federal workplaces or when planning these facilities.

*Excess Property*

The federal government should:

1. Dispose of excess federal property in a manner that ensures its future use is coordinated with surrounding development patterns and land uses and contributes effectively to existing community development goals.
  - Use by, or shared use between, new federal activities and civilian public activities should be explored before the property or facility is determined to be excess.

*Working Environment*

The federal government should:

1. Site federal employment in areas that would contribute to the health, safety, welfare, and productivity of federal employees.
2. Ensure that safe and healthy working conditions continue to be provided and maintained at all sites and in all buildings occupied by the federal government.



3. Provide a variety of services for employees or have these services available within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial services (including ATMs), day-care centers, and health and fitness centers.
  - Where these services cannot be accommodated within a federal workplace, preference should be given to locations where these services are within walking distance from the facility.
4. Ensure, in the relocation of federal employees, similar or improved availability of public transportation, employee services, and affordable housing for the employees and their families within a convenient commuting distance.
  - Preference should be given to new locations where opportunities for employees to use public transportation, walk or bike on their home/work commute are increased.
5. Strive to create federal workplaces that engender a sense of pride, purpose and dedication for employees.
6. Encourage federal employees to rideshare, including the use of carpools, vanpools, privately leased buses, public transportation, and other multi-occupant modes of travel.
7. Permit and encourage telework by federal employees where it will benefit the federal government and the public.
8. Permit and encourage variable work schedules for federal employees where it will benefit the federal government and the public.
9. Consider locating federal workplaces near a variety of housing options to benefit employees. Priority should be given to locations that are easily accessible for employees to walk, bike, or take public transportation to commute between home and work.
10. Support local agency efforts to create new housing options where federal workplaces are located or are planned to be located or expanded.

### *Security*

When a federal agency is implementing workplace security, whether for an existing structure or a newly constructed building, the agency should consider the impact of the security infrastructure on the operations and visual character of the community.

Guided by *The National Capital Urban Design and Security Plan*, federal agencies should integrate building perimeter security in a manner that enhances and beautifies the public realm. Security elements should not be separate or redundant systems that unnecessarily clutter or impede access to public spaces. Rather, consistent, coherent, and welcoming streetscapes that are worthy of the nation's capital should be developed or maintained as investments in security elements are made. Whenever security needs

can be addressed by alternative measures that have less adverse impact, or no adverse impact, on vehicular traffic in the roadway, and that minimize disruption to pedestrian access or circulation on the sidewalk, such alternatives are strongly recommended over measures that have more adverse impacts upon traffic, parking, circulation, or access.

Neighboring federal agencies should coordinate the planning and design of security infrastructure to ensure consistent, coherent and welcoming streetscapes. Consolidated operations improve the efficiency and effectiveness of security features.

For sensitive federal workplaces and their occupants, security needs should be weighed against the viability of the urban area. Security measures should not impede a

community's commerce and vitality, excessively restrict or impede use of public space or streets, or impact the health of existing landscapes. Retail and other mixed uses that are encouraged by the Public Buildings Cooperative Use Act of 1976 (40 U.S.C. § 490) create public buildings that are open and inviting. While the presence of retail and other mixed uses is important to the public, especially in urban areas, such uses may present a risk to the building and its occupants and should be considered carefully during the risk assessment process. Retail and mixed uses may be accommodated by separating entryways, controlling access, and hardening shared partitions as well as through the operation of the facility. By creatively accommodating retail and mixed uses and agency security requirements, federal workplaces can still add to the urban character and street life desired in urban

areas—particularly those areas that are adequately served by Metrorail and other public transit infrastructure.

If relocating an agency will cause adverse economic impact on a jurisdiction, the agency should consider creative and proactive security solutions before relocating the workplace to meet increased security standards.

The Commission recognizes that changing security climates and federal agency missions may require expeditious implementation of security solutions at existing facilities. To meet this need, temporary perimeter security measures may be implemented while permanent measures are planned, designed, and constructed in accordance with security policies and guidance in *The National Capital Urban Design and Security Plan*.

Conceptual illustrations of incorporating perimeter building security into the streetscape design within the Monumental Core.



Illustrator: Christopher Grubbs

### *The National Capital Urban Design and Security Plan*

In October 2002, the Commission released *The National Capital Urban Design and Security Plan*, a framework to improve building perimeter security in a manner that enhances the public realm while reestablishing a sense of openness and freedom. The plan identifies design solutions for perimeter security to protect against threats by bomb-laden vehicles. Design solutions include "hardened" street furniture and landscaped planting walls that can enhance local streetscapes while providing required security.

The plan contains a variety of security design elements for the Federal Triangle, the National Mall, the Southwest Federal Center, the West End, Downtown, and Constitution and Independence Avenues. The plan recommends that the federal government fund all projects recommended within it.

The plan also recommends that federal agencies comply with the plan's guidelines for comprehensive solutions as they develop capital projects for perimeter security. If properly planned and coordinated, these projects can provide adequate security for federal facilities while minimizing impacts on the historic character and beautifying the public realm of the Nation's Capital.

# Development of Workplaces with Communities

## *Policies*

### *Security*

Policy for the Design and Review of Physical Perimeter Security Improvements (previously adopted by the Commission on January 9, 2003)

1. Agencies requiring physical perimeter security improvements should design such improvements in accordance with guidance included in *The National Capital Urban Design and Security Plan*, as adopted by the Commission on October 3, 2002.
2. All perimeter security improvements that are intended to be in place for more than 60 days shall be submitted to NCPC for review and/or approval
3. Where immediate security improvements are required to secure a building perimeter, agencies should utilize cost effective, temporary improvements.
4. The Commission delegates review and/or approval of temporary perimeter security measures to the Executive Director, and delegates authority to modify submission requirements as appropriate on an expedited basis.
5. Temporary perimeter security measures may be approved for no more than 2 years. These approvals will require the applicant to report back to the Commission at the mid-point of the approval period, with a proposed schedule for replacing the temporary measures with a permanent solution in accordance with guidance included in *The National Capital Urban Design and Security Plan*, as adopted by the Commission on October 3, 2002.

The federal government should:

1. Consider the agency's specific mission and its security needs before acquiring sites.
2. Incorporate building hardening into new and existing construction to meet blast resistance requirements when it is important to maintain a building line that provides accessible ground floor uses that generate economically viable street-level activity.
3. When building new construction and when making improvements to existing buildings, integrate security threat counter measures, such as building hardening and blast-resistant glazing, into the physical design of the structure and the site to the maximum extent possible to minimize the impact of perimeter building security on the public realm.
4. Coordinate the planning, design, and construction of building perimeter security for neighboring federal buildings that share frontage on a street.
5. Incorporate security needs into the design of buildings, streetscapes, and landscapes using urban design principles in a manner that:
  - Enhances and beautifies the public realm, resulting in coherent and welcoming streetscapes, and
  - Does not excessively restrict or impede operational use of sidewalks or pedestrian, handicap and vehicular mobility, and
  - Does not impact the health of existing mature trees.

6. Design projects in a manner that does not impede commerce and economic vitality but balances the need for perimeter security with the need to enhance and maintain the viability of urban areas.
7. Design security barrier lines and elements that complement and enhance the character of the area in which they will be located and that respect the historic context of the area when applicable.
8. Discourage street closings to increase stand-off distances if the closings will affect vehicle mobility, evacuation routes, and emergency access.
9. Design security elements to respond to site-specific conditions, such as vehicle approach speed and angles, in order to minimize the size of security elements when possible.
10. Maintain security elements to preserve the capital investment and quality of the public realm. Security improvements in public areas such as sidewalks should be maintained in a consistent and uniform manner.